

Message Text

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ACTION NEA-16

INFO OCT-01 ISO-00 SAB-01 SAM-01 EUR-25 SP-03 AID-20 EB-11

NSC-07 RSC-01 CIEP-02 TRSE-00 SS-20 STR-08 OMB-01

CEA-02 CIAE-00 DODE-00 INR-10 NSAE-00 PA-04 USIA-15

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LAB-06 SIL-01 PM-07 DRC-01 SCI-06 INT-08 /209 W

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FM AMEMBASSY AMMAN

TO SECSTATE WASHDC 1830

S E C R E T SECTION 1 OF 2 AMMAN 3881

E.O. 11652: GDS

TAGS: EAID, U, JO

SUBJECT: JORDANIAN-U.S. JOINT COMMISSION

REFS: (A) AMMAN 3322; (B) AMMAN 3323; (C) AMMAN 3519;
(D) AMMAN 3567; (E) STATE 134614

1. BASIC PURPOSE THIS CABLE IS TO PROVIDE DEPARTMENT WITH
RECOMMENDATIONS FROM MISSION ON JOINT COMMISSION FOR
DISCUSSION DURING PRIME MINISTER'S AND KING'S PROPOSED VISIT LATER
THIS SUMMER.

SCOPE IS NECESSARILY LIMITED BY FACT THAT WE ARE LOOKING
AT NEXT STEPS; HOWEVER, CABLE DOES ATTEMPT TO SET BROADER
PRINCIPLES AS FRAMEWORK WITHIN WHICH WE SHOULD OPERATE. CABLE
IS BASED ON DISCUSSIONS WITH PRIME MINISTER, CROWN PRINCE HASSAN
AND CHIEF OF STAFF BIN SHAKER AS JORDANIANS MOST INTERESTED IN
SUBJECT AND MOST LIKELY TO PLAY SIGNIFICANT ROLE IN FOLLOW-UP.
HOWEVER, BASIC IDEAS ARE MISSION'S ALONE AND NO SPECIFIC
FORMULATIONS HAVE BEEN REVIEWED WITH JORDANIANS.

2. BASIC OBJECTIVES: AT THIS STAGE WE SEE TWO BASIC FUNCTIONS
OF JOINT COMMISSION IDEA:

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(A) IT PROVIDES GOJ READY AND FORMAL ACCESS TO HIGH

LEVEL U.S. DECISION MAKERS FOR PRESENTATION OF GOJ
VIEWS AND FOR RESOLUTION OF BILATERAL AID AND ASSISTANCE
ISSUES;

(B) IT ALLOWS GOJ OPPORTUNITY TO EXPLOIT JOINT COMMISSION
FRAMEWORK ON A PAR WITH SAUDI ARABIA AND EGYPT. WHILE WE
RECOGNIZE THERE ARE SIGNIFICANT DIFFERENCE BETWEEN U.S.
OBJECTIVES IN EACH OF JORDAN, EGYPT AND SAUDI ARABIA AS
SERVED BY JOINT COMMISSION IDEA, WE WOULD HOPE THAT, AS A
PRACTICAL MATTER, JORDAN COULD BENEFIT FROM U.S. JOINT COMMISSION
INFRASTRUCTURE WHICH WILL UNDOUBTEDLY INCREASINGLY EMERGE IN
SUPPORT OF LARGER EGYPTIAN AND SAUDI PROGRAMS. ACCORDINGLY, WE
ARE WILLING TO RETAIN FLEXIBILITY IN STRUCTURE OF JORDAN PROGRAM
IN ORDER TO TAKE ADVANTAGE OF ANY BENEFITS IN FORMAL INSTITUTIONAL
ARRANGEMENTS WHICH MIGHT DEVELOP FROM EMERGING STRUCTURE OF THESE
PROGRAMS AND INCLUDING MECHANISMS FOR TAPPING PRIVATE BUSINESSES,
FOUNDATIONS AND UNIVERSITIES.

(C) WE DO NOT SEE JOINT COMMISSION IDEA AT THIS STAGE AS
REQUIRING LARGE PLENARY SESSIONS, OR AS PROVIDING A FORUM FOR
SURFACING POTENTIALLY ABRASIVE DIFFERENCE BETWEEN U.S. AND GOJ
(E.G. ON ECONOMIC DEVELOPMENT OBJECTIVES, MILITARY SPENDING).
OUR MAJOR OBJECTIVE IS TO DEVELOP AN INSTITUTION WHICH APPEARS TO
GOJ TO BE MORE RESPONSIVE TO THEIR REQUIREMENTS FROM OUR BILATERAL
RELATIONSHIP.

3. BROADER FRAMEWORK: WE CONTINUE TO SEE JOINT COMMISSION
AS IN LARGE PART A FORMALIZATION OF EXISTING RELATIONSHIPS WITHIN
WHICH THERE WOULD BE MORE FORMAL RESPONSIBILITY AT HIGH LEVELS
FOR CONTINUED PROMOTION OF U.S. JORDANIAN RELATIONS. AS NOTED
IN JOINT STATEMENT, IDEA FOR COMMISSION PROCEEDS FROM AND
OPERATES WITHIN GENERAL STRUCTURE OF CLOSE RELATIONS BETWEEN
PRESIDENT AND KING AND THEIR OWN REGULAR MEETINGS.

4. STRUCTURE:

(A) GENERAL. WE SEE THE U.S. - JORDANIAN JOINT COMMISSION AS
ESSENTIALLY
CABINET LEVEL BILATERAL MEETING BELOW WHICH THERE SHOULD BE
APPROPRIATE SEPARATE JOINT COMMISSIONS, WHICH, IN TURN, WOULD DIRECT
SPECIFIC
WORKING GROUPS. WE STRONGLY ENDORSE IDEA (REF E) OF INSURING
FULLEST POSSIBLE FLEXIBILITY ON MEMBERSHIP, TIMING OF MEETINGS,
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AND SO FORTH, ALTHOUGH WE BELIEVE EFFORT SHOULD BE MADE DURING
KING'S VISIT TO AGREE ON BASIC STRUCTURE OF JOINT COMMISSION'S
WORKING GROUPS AND THEIR COMPOSITION. QUESTION OF MEETINGS AND
AGENDAS FOR DISCUSSION MIGHT BE LEFT UNTIL ABOVE IS WORKED OUT,
ALTHOUGH DEPARTMENT SHOULD BE AWARE THAT JORDANIANS WILL PROBABLY
WISH TO MOVE AHEAD IN AT LEAST SOME AREAS.

(B) GENERAL JORDANIAN-U.S. JOINT COMMISSION, GENERAL JOINT
COMMISSION SHOULD BE RESTRICTED BODY, CONSISTING ESSENTIALLY OF

DISCUSSIONS BETWEEN SECRETARY OR OTHER CABINET LEVEL U.S. OFFICIALS SUCH AS SECDEF ON ONE HAND AND JORDANIAN PRIME MINISTER ON OTHER. PM WOULD BE OFFICIAL CHAIRMAN FOR JORDAN IN HIS CAPACITY AS FOREIGN MINISTER AND SECRETARY OF STATE FOR U.S. (THIS WOULD NOT OF COURSE PREVENT KING HUSSEIN FROM RAISING SAME ISSUES WITH SECRETARY OF STATE OR PRESIDENT BUT WOULD PERHAPS OFFER REDUCED NECESSITY TO DO SO.) WE WOULD NOT ENVISAGE EXTENSIVE FORMALITY BEING ASSOCIATED WITH THIS PROCESS AND NO PLENARY SESSIONS. JOINT COMMISSION WOULD MEET ON ROUGHLY AN ANNUAL BASIS, PERHAPS IN CONNECTION WITH SCHEDULED VISITS TO WASHINGTON OR AMMAN.

(C) SPECIFIC JOINT COMMISSIONS: PRINCIPAL WORK WOULD BE DONE IN SEPARATE JOINT COMMISSIONS, EACH OF WHICH WOULD MEET AS DESIRED (NOT NECESSARILY SIMULTANEOUSLY) AND BE RESPONSIBLE TO GENERAL JORDANIAN-U.S. JOINT COMMISSION.

(D) JOINT WORKING GROUPS: EACH JOINT COMMISSION MIGHT SUPERVISE JOINT WORKING GROUPS IN SPECIFIC PROGRAM AREAS, (E.G. MINERALS DEVELOPMENT) WHERE APPROPRIATE COUNTERPART RELATIONSHIPS WOULD BE ESTABLISHED.

5. OUR BASIC RECOMMENDATIONS (REFS A AND B) AND JOINT STATEMENT (REF C) SET UP A LIST OF MOST SIGNIFICANT JOINT COMMISSIONS. THESE INCLUDE: ECONOMIC DEVELOPMENT, TRADE AND INVESTMENT, MILITARY ASSISTANCE AND SUPPLY, AND SCIENTIFIC, SOCIAL AND CULTURAL AFFAIRS. OUR RECOMMENDATIONS WOULD BE THAT WE CONSIDER ORGANIZING THE FIRST THREE IMMEDIATELY. MEANWHILE, WE ARE LOOKING FURTHER INTO THE LATTER (AT LEAST CULTURAL/EDUCATIONAL JOINT COMMISSION) AND WE HOPE DEPARTMENT CAN ALLOW FOR POSSIBILITY OF ITS INCLUSION IF WE ARE ABLE TO WORK OUT HERE IN AMMAN WITH JORDANIANS BEFORE KING'S VISIT MORE CONCRETELY WHAT THIS GROUP WOULD DO.

6. JOINT COMMISSION FOR ECONOMIC DEVELOPMENT: THIS WOULD
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BE A KEY BODY CHAIRED BY AID ADMINISTRATOR FOR U.S. AND POSSIBLY CROWN PRINCE HASSAN WOULD BE EX OFFICIO CHAIRMAN FOR JORDANIANS, ASSISTED BY PRESIDENT NATIONAL PLANNING COUNCIL. WE WOULD FOCUS WITHIN ITS PURVIEW ALL SUBJECTS BEING DEALT WITH IN AREA OF OUR PRIVATE AND OFFICIAL ECONOMIC DEVELOPMENT PROGRAMS. THE BODY WOULD MEET ONLY WHEN SENIOR OFFICIALS WERE JOINTLY AVAILABLE IN EACH OTHER'S CAPITALS; I.E. VISITS OF CROWN PRINCE TO WASHINGTON OR AID ADMINISTRATOR TO AMMAN. WE SEE THE JOINT COMMISSION, TOGETHER WITH AD HOC RELATED JOINT WORKING GROUPS, AS HELPING TO PERFORM PART OF TASKS WHICH CROWN PRINCE HAS IN MIND OF DEVELOPING CLOSER RELATIONSHIPS BETWEEN U.S. AND JORDANIAN DEVELOPMENT PROGRAMS AT ALL LEVELS. IT WOULD NOT SUBSTITUTE FOR DAY-TO-DAY WORK OF AID MISSION WITH GOJ, BUT WOULD PROVIDE AN OPPORTUNITY FOR SYSTEMATIC REVIEW OF THOSE EFFORTS AT LEAST ONCE A YEAR, TOGETHER WITH AN OCCASION

TO DISCUSS PLANS FOR TURE AND U.S. INTEREST IN AND ACTIVITIES
RELATED TO SUCH. IT WOULD NOT BECOME A PURELY DONOR/DONEE OPERATION
ALTHOUGH JORDANIAN WOULD EXPECT TO HAVE US REACT TO PROPOSALS
ABOUT FUTURE LEVELS AND SPECIFIC PROJECT IN SAME FORM. THE
TWO LEADERS OF THIS GROUP MIGHT ALSO FROM TIME TO TIME BE IN
CONTACT THROUGH EMBASSY AND MISSION TO HELP IN RESOLVING
ISSUES ON SPECIFIC PROJECTS WHICH MUST BE WORKED OUT AT THEIR
LEVEL. AS WELL AS FACILITATING GOVERNMENT-TO-GOVERNMENT

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ACTION NEA-16

INFO OCT-01 ISO-00 SAB-01 SAM-01 EUR-25 SP-03 AID-20 EB-11

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FM AMEMBASSY AMMAN

TO SECSTATE WASHDC 1831

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RELATIONS, THIS JOINT COMMISSION COULD COMBINE HIGH LEVEL
ADVISORY ELEMENTS. FOR EXAMPLE, SENIOR ECONOMIC OR
TECHNICAL ADVISORS COULD BE INCORPORATED TO ASSIST IN
REVIEWING PROGRESS IN DEVELOPMENT AREAS OR IN EXAMINATION
OF ECONOMIC POLICY MEASURES. OTHER ADVISORS COULD BE SENIOR
REPRESENTATIVE OF U.S. GEOLOGICAL SURVEY, SOMEONE REPRESENTING
BROADLY THE AREA OF SCIENCE AND TECHNOLOGY. ON JORDANIAN SIDE,
PARALLEL REPRESENTATION WOULD BE PROVIDED. THIS JOINT COMMISSION
WITH APPROPRIATE JOINT WORKING GROUPS WILL OF COURSE BE MOST
CONCERNED

WITH PROGRAMS IN THE AREAS IN WHICH WE HAVE CONCENTRATED:
AGRICULTURE, TECHNICAL ASSISTANCE GENERALLY AND IN SUCH AREAS
AS TOURISM, MINERALS DEVELOPMENT AND OTHERS AS WE MAY IN FUTURE
DECIDE TO EMPHASIZE. WHEN APPROPRIATE, SPECIFIC U.S.-GOJ WORKING

GROUPS COULD BE SET UP TO INVESTIGATE PARTICULAR PROBLEMS.

7. JOINT COMMISSION FOR TRADE AND INVESTMENT: THIS BODY MIGHT WELL COMBINE PUBLIC AND PRIVATE MEMBERS UNDER THE CHAIRMANSHIP OF SENIOR PUBLIC OFFICIALS IN THE TRADE AND COMMERCE AREAS. IT WOULD FOCUS PRIMARILY ON COMMERCIAL RELATIONS BETWEEN THE TWO COUNTRIES WITH THE OBJECTIVE OF EXPANDING U.S. INVESTMENT AND INCREASING TRADE. JORDANIAN INTEREST WILL PREDOMINATE IN
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DEVELOPING MAJOR INVESTOR INTERESTS. U.S. INTERESTS WOULD ALSO FOCUS ON THE TRADE ASPECTS SINCE JORDAN IS LIKELY FOR SOME TIME TO REMAIN ON BEING NET IMPORTER AND REPRESENT AN INCREASING MARKET FOR U.S. GOODS. CHAIRMANSHIP ON U.S. SIDE MIGHT BE FROM PRESIDENT OF OPIC OR POSSIBLY HIGH LEVEL OFFICIAL AT DEPARTMENT OF COMMERCE. FROM PRIVATE SECTOR, BANKING, MINERALS, AGRI-BUSINESS, TOURISM ARE LOGICAL AREAS FROM WHICH TO DRAW HIGH LEVEL OF PLANS TO CARRY OUT PROJECTED PROGRAMS; (B) MORE CLOSELY ATTUNE WASHINGTON/AMMAN MILITARY CONFERENCES TO THE U.S. BUDGETARY SYSTEM AND THE QUESTION OF FUNDING AVAILABILITIES; (C) REDUCE MISUNDERSTANDINGS AT THE HIGH MILITARY/POLITICAL LEVELS BY BREAKING LOG JAMS WHICH SOMETIMES ARISE OVER PRICE AND AVAILABILITY OF U.S. EQUIPMENT AND (D) PROVIDE A FORUM FOR A FRANK EXCHANGE OF IDEAS AND PROGRAMS FOR AREAS OF MUTUAL INTEREST, INCLUDING JORDANIAN SECURITY POSTURE AND DEFENSE ECONOMIES.

9. THIS WOULD BE ACCOMPLISHED BY ESTABLISHING TWO LEVELS OF DISCUSSIONS. ONE WOULD BE JOINT COMMISSION AT THE DEPSECDEF OR ASST SECY (ISA) LEVEL WHICH WOULD ESTABLISH GUIDELINES/DIRECTIVES AND FORMULATE PLANNING IN CONSULTATION WITH JAF AT THE CHIEF OF STAFF AND CHIEF, RJAF (AIR FORCE) LEVEL. THIS GROUP WOULD ESSENTIALLY INTERPRET THE BROADER GUIDELINES AND FUNDING LEVELS ESTABLISHED AT THE HIGHEST LEVELS, BASED ON THE PRESENT FISCAL YEAR, IT WOULD MEET ANNUALLY IN FEBRUARY/MARCH APPROXIMATELY ONE TO TWO MONTHS LATER, WORKING GROUP MEETINGS WOULD TAKE PLACE DIVIDED INTO ARMY AND AF SESSIONS. PRESENTATION WOULD BE AT LEVEL OF (ISA) REGIONAL DIRECTOR AND JAF ASST CHIEF OF STAFF. MEETINGS AT THIS LEVEL WOULD BREAK AFTER SEVERAL DAYS TO PROVIDE JAF ATTENDEES OPPORTUNITY TO VISIT KEY MILITARY SITES AND AGENCIES IN CONNECTION WITH CURRENT PROBLEMS AND NEEDS. BREAK WOULD PROVIDE U.S. SIDE WITH CHANCE TO REGROUP, OBTAIN FURTHER GUIDANCE IF NECESSARY, AND PREPARE RESPONSES TO PROBLEM AREAS. ARMY/AF GROUPS WOULD THEN REASSEMBLE ESSENTIALLY TO COMPLETE NEXT FISCAL YEAR PROGRAM AND MINIMIZE REMAINING PROBLEM AREAS.

10. ADDITIONAL CONSIDERATIONS: WE ARE AWARE JOINT COMMISSION IDEA RUNS THE RISK OF APPEARING AS CHIEFLY A COSMETIC AND

IMITATIVE EXERCISE. WE THEREFORE BELIEVE IT IMPORTANT TO
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PROVIDE COMMISSION WITH SOME SPECIFIC CONTENT OF NEW AND/OR SPECIAL INTEREST TO JORDAN. WE HAVE MENTIONED PIGGY-BACKING ON INFRASTRUCTURE AND NETWORK OF USG AND PRIVATE ORGANIZATIONS PARTICIPATING IN SAUDI AND EGYPTIAN JOINT COMMISSION PROGRAMS. SOME OTHER SPECIFIC AREAS OF INTEREST MIGHT BE:
(A) MORE FORMAL USG ASSISTANCE FOR PROMOTING JORDANIAN TECHNICAL ASSISTANCE (CIVILIAN AS WELL AS MILITARY) TO ARABIAN PENINSULA AND GULF AREAS; AND (B) MORE STRUCTURED CULTURAL/ EDUCATIONAL RELATIONSHIPS TIED IN WITH CU, USIS AND APPROPRIATE AID RESOURCES. JOINT COMMISSION MIGHT BE CHAIRED ON U.S. SIDE BY ASST. SECRETARY FOR CU WITH REPRESENTATION FROM USIA AND AID. FOCUS COULD INITIALLY CENTER ON EXCHANGES IN EDUCATION, PARTICULARLY AT UNIVERSITY LEVEL, ARCHAEOLOGY, AND, WITH LOWER PRIORITY, THE PERFORMING ARTS. MAIN AIM WOULD BE TO INCREASE INSTITUTIONAL CONTACTS, PROMOTE MORE ACTIVE RELATIONSHIPS AND UNDERTAKING OF PROJECTS IN JORDAN GAIN WIDER PUBLIC RECOGNITION OF CONSIDERABLE ONGOING PROGRAMS AS WELL AS ANY NEW ONES, AND SUPPORT ECONOMIC DEVELOPMENT IN TOURISM AREA. (RE-OPENING OF U.S. CULTURAL CENTER WOULD PROVIDE ADDITIONAL SUPPORT FOR U.S./JORDANIAN COLLABORATION IN THESE AREAS.) TO BE EFFECTIVE, HOWEVER, CULTURAL-EDUCATIONAL PROGRAM WILL REQUIRE ADDITIONAL FUNDING.

11. WHILE ABOVE REPRESENTS ONLY SOME PRELIMINARY THINKING; SUBJECT TO FURTHER REFINEMENT, WE BELIEVE IT COULD FORM A USEFUL BASIS FOR AN AGREED COMMUNIQUE OR SIMILAR DOCUMENT TO BE ISSUED AT THE END OF THE KING'S TRIP FURTHER FORMALIZING THE ACTIVITIES OF THE JOINT COMMISSION. THE TRIP ITSELF COULD WELL CONSTITUTE THE FIRST MEETING OF THE COMMISSION.

12. PRIOR TO KING'S OR PM'S VISIT, AS CASE MAY BE, BELIEVE WE SHOULD REVIEW WITH GOJ JOINT COMMUNIQUE TO EMERGE FROM THAT MEETING SETTING UP GENERAL COMMISSION AND SEPARATE JOINT COMMISSIONS. POST WILL FORWARD SHORTLY SUGGESTED DRAFT TEXT AS BASIS FOR DEPARTMENT'S COMMENT.
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